


Topic :
Paradigms of Public Administration

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Introduction:

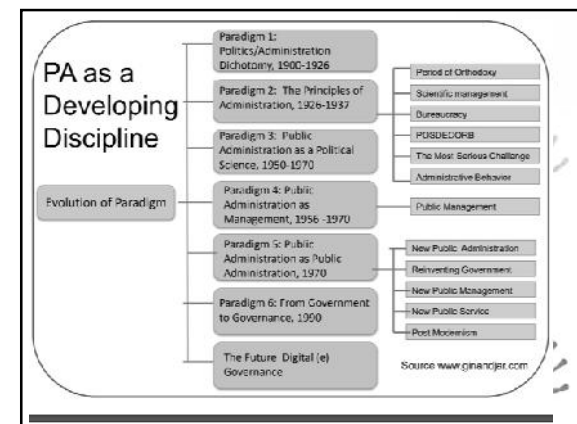
- The word Administration has been derived from the Latin words 'ad' and 'ministrare' which means to serve. In simple language it means the 'management of affairs' or 'looking after the people'.
- In general sense, administration can be defined as the activities of groups co-operating to accomplish common goals. It is a process of management which is practiced by all kinds of organizations from the household to the most complex system of the government.
- According to L. D. White, Administration was a 'process common to all group effort, public or private, civil or military, large scale or small scale'.

- The growth of public administration has many facets. As a discipline, the term Public Administration has emerged in the late 19th century and beginning of 20th century. American President Woodrow Wilson also known as the father of Public Administration (PA) contributed through his essay, "The Study of Administration" published in "The Political Science Quarterly" in year 1887. Public Administration has passed through several phases of development.

Concept of LOCUS & FOCUS :

- All the paradigms are either LOCUS or FOCUS.
- These are given by Nicholas Henry in his book Public Administration and Public Affair.
- He divided the LOCUS and FOCUS into Six PARADIGMS of Public Administration.
- Locus means "where" of the field. The Institution. Traditionally it was Bureaucracy has been the LOCUS of Public Administration.
- For example your subject of Public Administration is taught in Room No. A of Department of Public Administration.

- FOCUS is specific "WHAT" of field.
- The knowledge of the field and its expertise comprise the FOCUS.
- The FOCUS of PA is changing depending upon the context, sometimes it is HUMAN BEHAVIOUR or MANAGEMENT or GOOD GOVERNANCE
- FOCUS for example is what specifically you are studying in PA like Personnel Adm, Financial Adm etc.



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Paradigm 1: Politics/Administration Dichotomy, 1900-1926

- (Traditional/Classical) tradition (Woodrow Wilson, Frank Goodnow), provided the rationale for PA to be an academic discipline and professional specialty.
- Wilson was credited for positing the existence of major distinction between Politics/Administration or what became known as P/A dichotomy.
- The role of politics has something to do with policies or the expressions of the will of state while administration, with execution.
- "Introduction to the Study of Public Administration" by L.D. White, made a distinction the PA is a value free science that aims at economy and efficiency.

Paradigm 2: The Principles of Administration 1927-37

- W.F. Willoughby published "Principles of Public Administration."
- Advocated the idea of Principles in Administration.
- LOCUS was lost to the FOCUS on Principles.
- These principles could be applied anywhere of the PA.
- In 1937, Gulick and Urwick published, "Papers on the Science of Administration."
- Gave Seven Principles POSDCORB.
 - Planning Organising
 - Staffing Directing
 - Coordinating Reporting
 - Budgeting

The Challenge to Paradigm 3: 1938-1950

- C.I. Barnard's "The Function of Executive" gave Challenge through his theory that:
 1. Politics-PA Dictomy is wrong.
 2. Principles of PA to be abandoned.
- F.M. Marx questioned in his book "Elements of Public Administration", that the Decisions were actually influenced by Politics.

"The theory of PA in our times means in our time a theory of Politics also"

- Herbert Simon in 1947 in his book "Administrative Behaviour: A study of Decision Making Processes in Administration Organisation", said Every principle could be neglected by a Counter Principle.

Reaction to the Challenge: 1947-1950

- Simon suggested:
 1. Pure Science of PA on basis of social-psychology.
 2. Public Policy should be part of PA
- Political Scientist feared secession of PA from Political Science.
- A leading journal "American Political Science Review" mentioned, 'Dominion of Political Science over PA should be maintained'.

Paradigm 3: Public Administration as Political Science 1950-1970

- It resulted in loss of FOCUS of PA.
- While LOCUS was maintained as the Governmental Bureaucracy.
- The influence of this paradigm was that, PA was just an 'Area of Interest' of Political Science.
- PA was mentioned as "Intellectual Wasteland".
- The impact of Political Science over PA was:
 - Democratic
 - Pluralistic Polity
 - Political Participation
 - Equality under Law

Paradigm 4: Public Administration as Management 1956-1970

- Developed by side by side to Paradigm 3.
- It lost its identity behind some 'Larger' concept.
- FOCUS was in some specialized technique and expertise.
- In 1956, "Administrative Science Quarterly" was founded for both Public & Private Administration.
- A artificial distinction between Business and Public Administration was removed due to same techniques and Expertise in administration.
- In 1968, Minnowbrook Conference was organized and "NPA" was born.
- PA showed disinclination towards economy, administrative techniques, budgeting etc.
- It called to free PA both from Political Science and management to help discipline identify its uniqueness and identity.

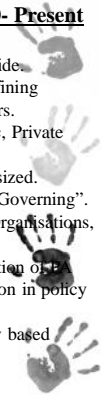
Paradigm 5: Public Administration as Public Administration 1970-Present

- It distinguishes it both from Political Science and Management.
- It is viewed as return of LOCUS of PA.
- In 1970, The National Association of Schools of Public Affairs and Administration(NASPAA) was established.



Paradigm 6: Emergence of Governance 1990- Present

- It doesn't replaced Paradigm 5 but evolved side by side.
- Some trends were developed as Globalisation, Redefining Government as Partner, Treating citizens as customers.
- Governance is seen as a joint responsibility of Public, Private and Non-Profit organisations.
- Less Government and more Governance was emphasized.
- Trend was from "Hierarchical Govt" to "Horizontal Governing".
- Government today is Sum Total of Laws, Policies, Organisations, Institutions, Co0operative Arrangements.
- The Rockefeller Foundation in US favoured separation of PA from politics but emphasized the role of administration in policy formulation.
- "Refounding Movement" argued for Constitutionally based Policy roles for Administrators..
- A new role of PA was in 'Policy Making'.



New Paradigms in Public Administration

- Reinventing Government
- The New Public Management
- New Public Services
- Post-Modern Public Administration
- E-Governance



- PUBLIC ADMINISTRATIVE CULTURE IS CHANGING TO BE MORE FLEXIBLE INNOVATIVE CHANGING TO BE MORE FLEXIBLE, INNOVATIVE, PROBLEM SOLVING, ENTREPRENEURIAL, AND ENTERPRISING AS OPPOSED TO RULE ENTERPRISING AS OPPOSED TO RULE-BOUND, PROCESS-ORIENTED, AND FOCUSED ON INPUTS RATHER THAN RESULTS.

